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TIDAK BOLEH DIPINJAM SEMALAMAN

RECRUITMENT TO THE MALAYSIAN HOME AND FOREIGN SERVICE

I would like to state my appreciation of the assistance and help given to me in undertaking this study, by my Supervisor Mrs. M.O. Puthucherry, The Malaysia Establishment Office, The Public Services Commission and the Development Administration Unit.

by

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REFERENCE

NOT TO BE BORROWED.

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CHAPTER I

INTRODUCTION

Scope and Objectives

This exercise deals with the recruitment to the Malaysian Home and Foreign Service. However, only the Malaysian Home Service will be discussed in this exercise. Furthermore this exercise is primarily an attempt to examine the various aspects of recruitment: such as policies of recruitment, criteria of recruitment etc. and their results in the present Malaysian Home Service.

An account of the recruitment aspects of the Malayan Civil Service will also be discussed in Chapter Two of this exercise as an understanding of them is important because of the characteristics of the present Malaysian Home Service are inherited from the British Colonial Civil Service. One of the views is that the Malaysian Home Service has evolved directly from the British Colonial Civil Service.

The Malaysian Home Service can be classified in terms of posts into two categories, namely, the Super-scale posts which are divided into eight classes, and the Time-scale posts. There are about 268 Super-scale posts and 317 Time-scale posts which bring the total number of posts in the Malaysian Home Service to about 585 in 1967. However, only 221 of the Super-scale posts and 290 of the Time-scale posts are filled.

Of the central departments, the Prime Minister's Department has the largest number of posts, that is about 113. The Federal Establishment Office absorbs about half of these posts, that is about 53. The Ministry of Finance has about 54 posts which can be considered as the second largest number among the Federal departments.

At the State level, Perak has the largest number of posts that is about 36. Selangor has the second largest number, that is about 29 posts. Pahang has 23 posts and Negri Sembilan has 17 posts. The total number of posts in these four states is about 105, which is about two-thirds of the total number of posts at the state level.

The fact that these four states have large numbers of Federal posts is not surprising because they are the former members of the four Federated Malay States which was formed in 1895. After the formation of Malaysia their governmental relationship with the Central Government remains as close as it had been before. They continue to fill their Federal posts with personnel from the Malaysian Home Service. This may be explained by the fact that the Central Government has more common characteristics in terms of administration, with them than with the former non-Federated Malay States which continue to give priority to their own State Civil Servants. The total number of personnel from the Malaysian Home Service in these states is 18. Malacca and Penang (the former members of the Straits Settlements) have 17 personnel from the Malaysian Home Service, while Sabah and Sarawak have 9 and 8 respectively.

Most of the Superscale posts are found in the Central Departments. Some of the more important posts in the Central Departments are Permanent Secretaries, Under Secretaries, Principal Assistant Secretaries, Secretaries and Assistant Secretaries. At the state level the more important posts are State Secretaries, State Treasurers, District Officers and Commissioners.

The Malaysian Home Service is still essentially based on the philosophy of the amateur, or 'generalist' or 'all rounder'. But it is undoubtedly the most important bureaucratic organisation in this country. It resembles in its responsibility, the British institution known as the Administrative class. Among its more important functions are:

a) Giving help and advice to the Ministers in matters of policy formulation. Sometimes they exercise great influence on the policy decisions of the ministers who seldom have the time or knowledge or the skill to formulate policy unaided.

b) Planning of legislation - Any bill which comes before the parliament is a testimony of the great labour, time and energy that is spent by the civil servants in its preparation.

c) Preparing the budget - Civil servants not only prepare the budget but also influence the taxation, expenditure policy of government up to a great extent.

d) Running departments or ministries and the coordination of government activities.

The distribution of personnel in the Central Departments and in the States Departments is shown below.

THE DISTRIBUTION OF MALAYSIAN HOME SERVICE POSTS
IN THE CENTRAL DEPARTMENTS AND IN THE STATES DEPARTMENTS

No.	Federal Departments	Super Scale	Time Scale	Total
1.	Prime Minister's Department			
	a) Development Authority Unit	6	6	12
	b) Economic Planning Unit	7	13	20
	c) Federal Establishment Office	18	35	53
	d) Others	15	13	28
2.	Ministry of Agriculture & Co-operatives	7	5	12
3.	Ministry of Commerce and Industry	8	15	23
4.	Ministry of Culture and Youth	1	3	4
5.	Ministry of Defence	8	10	18
6.	Ministry of Education	11	12	23
7.	Ministry of Finance	26	28	54
8.	Ministry of Home Affairs	8	11	19
9.	Ministry of Information and Broadcasting	11	3	14
10.	Ministry of Justice	1	0	1
11.	Ministry of Labour	2	3	5
12.	Ministry of Lands and Mines	3	4	7
13.	Ministry of Local Govt. & Housing	4	3	7
14.	Ministry of National & Rural Dev.	11	7	18
15.	Ministry of Transport	3	5	8
16.	Ministry of Welfare Services	3	2	5
17.	Ministry of Works, Posts and Telecommunications	3	5	8
18.	Ministry of Health	3	5	8
19.	Federal Statutory Boards and Commissions	6	13	19
	States			
1.	Perlis	3	3	6
2.	Kedah	0	2	2
3.	Kelantan	1	2	3
4.	Perak	6	30	36
5.	Pahang	4	19	23
6.	Trengganu	1	1	2
7.	Negri Sembilan	5	12	17
8.	Selangor	7	22	29
9.	Malacca	2	5	7
10.	Johore	1	4	5
11.	Pulau Pinang	3	7	10
12.	Sabah	5	4	9
13.	Sarawak	5	3	8

Recruitment including identification and appraisal of sources, is a step in the total staffing process. Recruitment means that efforts shall be made to find out and induce suitable candidates for appointments in any particular service. It is a very important problem of the Public Personnel department. It could be a complex and expensive activity involving advertising, interviews, examinations, etc. This exercise is also concerned with these sort of problems.

One of the important aspects of recruitment is its policies. In the Malaysian Home Service there are problems involving choices among recruitment policies. Their satisfactory solution requires careful consideration of the goals of recruitment. A preliminary question, for example, concerns the emphasis to be placed on quantity as compared with quality. Other problems are with the attitude with which recruitment is conducted.

One thing which we have to bear in mind is that an unsound policy of recruitment can wreck the entire personnel programme. Any country which wants to have an efficient personnel for government service must have a sound and logical policy of recruitment.

As a whole the objectives of this exercise are:

- a) To examine the various aspects of recruitment in the Malaysian Home Service.
- b) To examine how they actually operate, and
- c) To examine the results that they have produced.

The original intention of the Court of Directors was to confine the Straits Settlements Civil Service exclusively to the recruited servants, but this was not practicable because of the shortage of the

1. Ram Ajit Singh Rai, "The Civil Service in the Straits Settlements", p. 26.

2. Ibid, p. 26.

3. Ibid, p. 27.

covenanted servants. Thus, many capable Englishmen, who were willing to serve as uncovenanted servants at much lower salaries were recruited. However, they were recruited on a separate and inferior scheme and were assigned to subordinate positions. CHAPTER II The reason given that they were less trustworthy, less reliable and not bound by contract.

RECRUITMENT TO THE FORMER MALAYAN CIVIL SERVICE

The Civil Service in the Straits Settlements

The Civil Service in the Straits Settlements lacked a uniform method of recruitment. In fact personnel in the Straits Settlements Civil Service carried no distinctive title, for there was no distinct service.¹

The recruitment of covenanted and uncovenanted Civil Servants were made on different basis. All the covenanted civil servants serving in the Straits Settlements were appointed by the patronage of the Court of Directors, but this practice had been dropped by the time of the creation of the Eastern Presidency on Penang. Under this system a candidate desirous of entering the service of the East India Company in the Straits Settlements was obliged to obtain a nomination from one of the directors. The patronage on the other hand was appointed among the directors according to their seniority.²

The specific qualification required of a candidate aspiring to join the service was not known, except that he had to be between sixteen and twenty years of age. However most of the recruits had received a normal public school education. Although there was no formal examination the candidate on being interviewed answered a set of written questions. This system was designed not only to check corruption and abuse but also to ensure loyalty to it by the candidates.³

The original attention of the Court of Directors was to confine the Straits Settlements Civil Service exclusively to the covenanted servants, but this was not practicable because of the shortage of the

¹Param Ajit Singh Bal, "The Civil Service in the Straits Settlement, p. 26.

²Ibid, p. 26.

³Ibid, p. 27.

covenanted servants. Thus, many capable Englishmen, who were willing to serve as uncovenanted servants at much lower salaries were recruited. However, they were recruited on a separate and inferior scheme and were assigned to subordinate officers. The reason given that they were less trustworthy, less reliable and not bound by covenant.⁴

The general scarcity of covenanted servants and the inability of the uncovenanted officials to hold high offices led to the recruitment of military officials to the Straits Settlement Civil Service.⁵

When the transfer of the Straits Settlements from the India Office to the Colonial Office took place the selection of young men to fill the posts in the Straits Settlement Civil Service devolved upon the Secretary of State for the Colonies.⁶ This method continued until 1882 when the recruitment procedures of the Indian Civil Service were adopted.

The Malayan Civil Service

In 1895 the Federated Malay States was formed. The Civil Service in the Straits Settlement and the Civil Service in the four Malay States (Perak, Pahang, Selangor and Negri Sembilan) came under the charge of the Colonial Secretary.

In 1896 the syllabi of examinations for candidates who wished to enter the services of these territories were standardised. This was by examination held in London. After having passed the examination one became a cadet but could still be dismissed after a few months if one was considered 'unsuitable' to be upgraded.⁷

Most of the candidates nominated by the Colonial Secretary to participate in the examinations came from the Public Schools or the 'socially acceptable' Universities comprising Oxford, Cambridge, Trinity College, Dublin, and Saint Andrews. In other words, the candidates were drawn from a very small sector of British Society which we may identify as the Public School -

⁴Ibid, p. 29.

⁵Param Ajit Singh Bal "The Civil Service in the Straits Settlements", p. 30.

⁶Robert Tilman, "Bureaucratic Transition in Malaya", p. 40.

⁷J. de V. Allen "Malayan Civil Service, 1874-1941". p. 17.

Oxbridge Class. Later we find that the majority of Malayan Civil Service officials were made up of people from this class. This is evident from the retirement figures. For example in the period 1906-1925 of the 83 men who retired only 31 were known to be Public School and 26 were known to be Oxbridge. In the next period 1925-1940 of the top 185 men who resigned 88 were Public School and 104 Oxbridge.⁸

The Public School-Oxbridge Class was overwhelmingly intolerant of people with other social background in its midst.⁹ It became its own best propagandists and the chief believer in its own unique ability to produce leaders of men.

During the period 1916-1925, on account of the scarcity of potential recruits of this class, standards were lowered. In addition the examination system was suspended. But it was found that there was no change in the type of persons recruited. This, however, did not indicate that the candidates from the Public School-Oxbridge Class loved to serve in the Malayan Civil Service. This is shown by the fact that the branches of government favoured by them were the Foreign Office, Home Civil Service, Sudan and Indian Civil Service, and finally the Far Eastern cadetships of which Malaya became their last choice.¹⁰ The Bucknill Report of 1919 further confirmed this fact in that there was a relatively smaller number of men from Oxford and Cambridge than the number from Trinity College, Dublin.

The examination system was restored in 1921. In 1932 a method of recruitment by interview was adopted and henceforth all questions of recruitment were governed by the direction of the Secretary of State.

Recruitment of non-pure Europeans

Before 1904 there were some non-pure Europeans recruited to the Malayan Civil Service. This was possible because the Colonial Office wished to see future officers recruited by open competition. However, one possible drawback of such system was the handicaps to

⁸Ibid, p. 19.

⁹Ibid, p. 24.

¹⁰Ibid, p. 28. "The Origins of Malay Nationalism",

both Europeans and Asians who wished to enter the higher ranks of the Civil Service.

The first person to realise this drawback was Governor Sir Charles Mitchell. In contrast to the liberal attitudes of the Colonial Office, he proposed a solution in which coloured people, including Eurasians, were effectively debarred from joining the Civil Service.¹¹ In his opinion the adoption of such system would expose the country to two dangers from which it was free from the previous system of recruitment. The dangers were firstly, having to increase largely the salaries of the Civil Servants and secondly, the African and the Asiatic descent would be very unacceptable to the people of this country so that no useful occupation could be found for them.

Another Governor who opposed the open competition was Anderson. His view asking for a formal ban on any further Eurasian recruits received the attention of the Colonial Office. He said that there were already seven Eurasians in the comparatively small service; they lacked moral fibre and could not be trusted, and Malaysians did not respect them. He suggested that, a phrase to ensure that no more of such people were to be appointed should be added into the employment conditions. The British Parliament agreed with his suggestion and henceforth only pure Europeans were recruited to the Malayan Civil Service.¹² But in the 1920's the Malayan Civil Service began to recruit non-pure Europeans again.

Recruitment to the Malay Administrative Service (MAS)

It was not until early in the 20th century that the British had given a thought to the possibility of Malays entering the Malayan Civil Service. A system was thus devised for recruiting and training in Malaya a certain number of Malays and no other races. A decision was made to found the Malay College, Kuala Kangsar (the Eton of Malaya as it was significantly known), and to train the selected Malays to join the administration. The College was opened in January 1905.¹³

¹¹Ibid, p. 46.

¹²Ibid, p. 46.

¹³W.R. Roff, "The Origins of Malay Nationalism", p. 100.

William Hargreaves the Headmaster organised the College along the lines of the great English Public Schools, for the sons of Sultans and Rajas.¹⁴ The College rapidly acquired the manners and ethos of the English public school system, attribute which seemed to reinforce its appeal to the Malay ruling class, increasingly faced with the need to seek symbols of their own status in the modern as well as in the traditional world.¹⁵

The Malays were first to enter the Malay Administrative Service. The Malay Administrative Service was instituted in 1910 by the Federal Malay States. It was specifically designed to recruit a special service of Malay Administrative Officers from among the ranks of the more promising Malay College pupils. The officers of the Malay Administrative Service would be trained both at the College and in the field doing junior administrative jobs. Only those who had passed the standard VII examination and were thought to possess administrative potential would be selected to join the Malay Administrative Service. Selections were made by the four Residents, upon advice from the Headmaster. Final selection was made by the Resident-General.¹⁶

The boys chosen were admitted as 'probationers' to a further three-year-course at the College, consisting of the ordinary secondary school curriculum leading to the Junior Cambridge Certificate with special training related to, Treasury work, official correspondence and other prescribed subjects.¹⁷

After a certain number of years in the Malay Administrative Service they would be allowed to enter the Malayan Civil Service proper and carry on up the promotion ladder as equals of their European colleagues. The first Malaysian Officer to have had the high honour of being admitted into the Malayan Civil Service through the scheme was Dato Hamzah b. Abdullah.¹⁸

¹⁴Chai Hon Chan, "Development of British Malaya", p. 245.

¹⁵W.R. Roff, "The Origins of Malay Nationalism", p. 103.

¹⁶Ibid, p. 104.

¹⁷Gullick, "The Malay Administrator", p. 78.

¹⁸Abdul Aziz b. Zakaria, "The Changing Role of Administrators in Malaysia", p. 8.

The Malay Administrative Officers generally though not inevitably served only in their own states. They were excluded from the work attached to the growing central bureaucracy and confined to district administration among their own people. They undertook a host of minor routine duties, more nearly clerical than administrative, such as Settlement Officers, Malay Assistant Secretaries in State Secretariat and Assistant to Malayan Civil Service Officers in the rural areas.¹⁹ By the time they entered the Malayan Civil Service they were much too old to compete seriously for senior posts. And if by any chance they did they were discriminated against. Raja Chulan, for example managed to enter the Malayan Civil Service directly. As for being the most senior officer, he was eligible to be the advisor in Trengganu State, but he was passed over on the basis that a Malay could not hold such a post. However in 1922 it was decided to admit qualified Malays to the Malayan Civil Service without reservation as to status.²⁰

Some of the patient Malay Administrative Officers continued to stay while others resigned. In 1916 for example, it was noted that the two sons of the Ruler of Negri Sembilan had left the service, one without permission or reasonable excuse and the other on the ground that the pay was inadequate for a man of his rank.²¹

Entry to the Malayan Civil Service was slow and irregular, depending not only upon ability and additional examinations but on creation of vacancies in the upper level of the Malay Administrative Service establishment - something which in turn depended upon the readiness of the Malayan Civil Service to concede positions of responsibility. Those who to their equal credit passed were allowed to percolate through into the Malayan Civil Service but only in manageable numbers.

Since most of the Malay Administrative Officers were recruited from the Malay College, the Malay Administrative Service was therefore practically filled

¹⁹W.R. Roff, "The Origin of Malay Nationalism", p. 106.

²⁰J. de V. Allen, "The Malayan Civil Service", p. 48.

²¹W.R. Roff, "The Origin of Malay Nationalism", p. 107.

by Malays of the royalist and aristocratic stocks.²² This point is very much emphasised by Tilman. He says "..... according to official policy, Malay College was created for the Rajas and higher classes social fitness was almost as important as administrative ability in the process of selection and the pre-war administrative officer who did not appreciate English tea and could not intelligently discuss the fine points in cricket was not a likely candidate for the Malayan Civil Service".²³

All these go to show that the aim of the selectors was to confine the Malay Administrative Service and the Malayan Civil Service exclusively to the royalists and aristocrats. In other words the selectors in Malaya wished to keep the Malay Administrative Service and the Malayan Civil Service purely as a local club for these people.²⁴ They later on formed the traditional elite. In time, the traditional elite came to resemble the Public School-Oxbridge class in their attitudes and ego.

It is believed that Malays from other English Public Schools in Malaya were also selected to enter the Malay Administrative Service. In 1895 Perak, for instance, had ten English Schools, Selangor had about five and a few others scattered throughout the Peninsula.²⁵ However, it is certainly pointless to dispute the fact that, not until recently, the Malay Administrative Service and the Malayan Civil Service were a monopoly of the Malays of higher classes. Malays of the ordinary class and those from the 'kampongs' were already barred from entering the Malay College. They could not possibly enter the English Public Schools in creditable numbers

²²"The Malay Administrative Service and through that the Malayan Civil Service were confined for the most part to members of the traditional elite drawing their authority in part from inherited social status, in part from its association with the British Colonial Regime". W.R. Roff, p. 109.

²³Tilman, "Bureaucratic transition in Malaya". p. 127.

²⁴Chai Hon Chan, "Development of British Malaya", p. 57.

²⁵Ibid, p. 232.

because of the fees imposed on them. The contemporary point of view was that the Malays refused to enter the public schools because of their own superstition. So that in almost every report the British Residents complained the reluctance of peasants to send their children to schools, and the indifference of their own children was an obstacle to progress.²⁶

The task of spreading education among rural people during the pre-war period was rather difficult. On the other hand we can also blame the colonial education system for not being conducive enough. Thus, the ordinary Malays had but the opportunity to enter the Malay vernacular schools. For the majority of Malays vernacular education was designed to lead them back to swell the ranks of manual labours.²⁷

Malayanisation

From 1955 onwards the Malay Administrative Service and the Malayan Civil Service became less subject to the guidance of the Colonial Office, and became increasingly under the direction of the newly formed Legislative and Executive Councils. Then came that big event which can be considered as a turning point in the history of the Malayan Civil Service. The British and the Malayan leaders came to an agreement that the expatriate officers should be replaced through indigenous recruitment.²⁸

If the early attempts marked by the creation of the Malay Administrative Service, was to supplement the expatriate officers, the goal of the recruitment policy of the Malayanisation scheme, was to supplant them.

In preparation for their replacement, plans were made in Malaya and in London for long and short range training programmes for the would be recruits.

In London the Conference was faced with the question of at what rate the scheme should proceed. According to the Malayanisation Committee Report of 1954, accelerated Malayanisation would result in some

²⁶Ibid, p. 235.

²⁷Ibid, p. 241

²⁸Tilman, "Bureaucratic Transition in Malaya", p. 62.

dangers. One of the dangers was that through over anxiety to fill all possible vacancies with Malaysians now there would be no places left for candidates who became available in succeeding years. The Report concluded that Malaysianisation should not as a general policy proceed faster than the normal occurrence of vacancies.²⁹ The Malaysians, however, did not accept this as a convenient method. Thus, when the second Malaysianisation Committee met, it recommended that the principle of pre-mature retirement of expatriates should be observed, but that it should be tempered by the practice of retaining expatriates until fully qualified Malaysians were in fact available to fill the posts. So in its conclusion the Committee suggested that the policy on Malaysianisation should be to Malaysianise as fast as the availability of suitable and qualified Malaysians permit.³⁰

It is believed that the advice of the Second Malaysianisation Committee was not adhered to strictly. Pre-mature retirement of expatriate officers took place fantastically and unsuitable and unqualified Malaysians were permitted to enter the Malayan Civil Service. This is evident from the statement made by the Report of the Government Service which implied that owing to the rapid promotion of Malay Administrative Officers to the Malayan Civil Service the Malay Administrative Service became heavily diluted with underqualified officers recruited in 1952.³¹

The retirement figures of the Expatriate Officers also seems to support this point. At the beginning of the operative period (1st July, 1957) expatriate officers staffed for about 60% of the posts. As of 1st July, 1960 only 64 expatriate officers appeared in the staff lists, and as of 1st July 1964, this figure has been reduced to five.

The most useful source of manpower which helped to meet the requirement of the Malaysianisation Scheme was the Malay Administrative Service. The Malay Administrative Officers entered the Malayan Civil Service in large numbers every year, throughout the Malaysianisation period. This is a process which is generally known as 'internal recruitment'. Internal recruitment means the recruitment of administrative personnel from the subordinate branches

²⁹Report of the Committee on the Malaysianisation of the Government Service, p. 6.

³⁰Ibid, p. 6.

³¹Report of the committee on the Malaysianisation of the Government Service, p. 17.

of government service to the superior branch. The other subordinate branches of government services in Malaya which have helped in the accomplishment of complete Malayanisation were the State Civil Services (which include Perlis, Kedah, Kelantan, Perak, Selangor, Pahang, Trengganu, Negri Sembilan and Johore) and the Straits Settlements Civil Services (which include Penang and Malacca).

Table 1 shows that from 1955 onwards the number of Malay Administrative Service Officers entering the Malayan Civil Service each year has become larger, with the exception of 1956, 1957, 1959, 1960 and 1961. From 1966 onwards, the trend has somewhat been changed. It is expected that the number of Malay Administrative Officers entering the Malayan Civil Service will keep on diminishing. The reason behind this change of trend is that the Public Services Commission and the Federal Establishment Office are laying more emphasis on the University graduates. Taking 1955 as a base year the average number of Malay Administrative Officers entering the Malayan Civil Service is about ten per year.

The State Civil Service and the Straits Settlement Civil Service have shown their unquestionable importance in 1963 and 1964. The number of officers from these branches entering the Malayan Civil Service have been especially large, that is fifteen and twenty two respectively. This sudden expansion in their number might have been due to the fact that the expatriate officers were leaving in large numbers in these two particular years.

Another source of manpower which helped in the Malayanisation programme was the University. Selected University graduates entered the Malayan Civil Service directly. This is a process generally known as the 'direct recruitment'. Because the University of Malaya (Singapore) was not producing enough Malay graduates, the number of direct recruits at the onset of the Malayanisation programme was, therefore, very small. By 1958 the number of Malay graduates increased tremendously, so that we find the number of direct recruits entering the Malayan Civil Service each year has become larger than the years before 1958. It is also noted that increment in their number on annual basis was variable. For instance, the number of recruits in 1962 and 1963 has been especially small, that is twelve and nil respectively. The reason given for this phenomena is that in these two years most of the selected graduates were absorbed by the Foreign Service Department. In 1964 and 1966, however, their number recruited to the Malayan Civil Service has been specially large, that

TABLE 1

A TABLE TO ILLUSTRATE THE ANNUAL RECRUITMENT - INTERNAL PROMOTION
 [MAS, STATE CIVIL SERVICE (SCS) AND STRAITS SETTLEMENTS CIVIL SERVICE (SSCS)]
 AND DIRECT RECRUITMENT (UNIVERSITY GRADUATES TO THE MCS IN THE
 PERIOD 1951-1966*

Year	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966
Promoted from MAS	2	4	4	4	12	8	8	26	7	10	4	14	17	12	13	7
Promoted from SCS, and SSCS	0	0	7	2	5	11	3	8	7	0	0	2	15	22	7	1
Direct recruitment from University	0	0	5	3	2	4	4	24	24	13	14	12	0	34	22	43
Total	2	4	16	9	19	23	15	58	38	23	18	28	32	68	42	51

* MCS Staff Lists

is thirty four and forty three respectively. The reasons for these large numbers might have been that the expatriates were leaving in large numbers and that new posts have been created.

The internal recruitment and the direct recruitment to the Malayan Civil Service and the quick promotion that took place within it have jointly created some problems. These were largely caused by the entries of unsuitable and unqualified Malaysians. They caused inefficiency in the Malayan Civil Service.

One accusation points out that deficiencies in the Malayan Civil Service are found in the forms of delays, disinterestedness and discourtesy. Some say that those traditional elite who came up through the Malay Administrative Service or who rose from the Colonial ranks are too dazed or too fossilized to meet the challenges of modern national administration. Incidentally this allegation come from a not completely impartial source but from an association of professional officers somewhat resentful of the generalists.³²

An official view is that there has been no lowering of standards since Malaysianisation.³³ Another view is that the level of performance has fallen in technical and professional fields, but not in the sphere of administration.

An expatriate observer thought that the Malayan Civil Service functions as well as, if not better than, before Malaysianisation as far as general administration is concerned.³⁴ This thought in other words supports the allegation that the Malayan Civil Service has remained stagnant and inactive in the pursuit of development and modernisation of administration.

During the first four or five years of the Malaysianisation programme, the newly recruited officers and the newly promoted officers have not been given enough time to settle down in their posts, when the demand of Malaysianisation have forced them to hold new posts. The new posts, unfortunately required them to possess certain remarkable qualities such as unquestionable ability, greater sense of responsibility and deep knowledge on administration. Most of the officers, how-

³²Milne, "Government and Politics in Malaysia", p. 155.

³³Ibid, p. 155.

³⁴Ibid, p. 155.

ever did not possess all these qualities. The situation became worse when some of these officers were assigned to tasks that were harder to accomplish than the ones formerly assigned to their predecessors, the expatriate officers.³⁵

The demand of Malayanisation naturally led to the monopolisation of the top posts by the former Malay Administrative Service Officers. Table 2 shows that even in 1967 the former Malay Administrative Service Officers staff for about three-fourths of the Super-scale posts.

	Posts		Posts
MAS	33 (100%)	1960	75 (45.4%)
University Graduates	0		80 (54.6%)
MAS	41 (100%)	1961	76 (49.3%)
University Graduates	0		78 (50.7%)
MAS	42 (100%)	1962	70 (45.2%)
University Graduates	0		85 (54.8%)
MAS	51 (100%)	1963	72 (44.2%)
University Graduates	0		91 (55.8%)
MAS	49 (89.2%)	1964	80 (45.7%)
University Graduates	7 (10.7%)		95 (54.3%)
MAS	54 (68.4%)	1965	92 (47.2%)
University Graduates	25 (31.6%)		103 (52.8%)
MAS	51 (65.4%)	1966	95 (45.4%)
University Graduates	27 (34.6%)		119 (54.6%)
MAS	50 (56.2%)	1967	103 (44.1%)
University Graduates	39 (43.8%)		133 (55.9%)

³⁵Tilman, "Bureaucratic Transition in Malaya",

A Table to illustrate the distribution of Malay Administrative Officers and University graduates in the two divisions of the Malayan Civil Service in the period 1960-1967.*

CHAPTER III

TABLE 2

RECRUITMENT TO THE MALAYSIAN HOME SERVICE

Administrative Institutions	Superscale Posts	Date	Timescale Posts
MAS	33 (100%)	1960	72(55.4%)
University Graduates	0		58(44.6%)
MAS	41 (100%)	1961	70(49.3%)
University Graduates	0		72(50.7%)
MAS	42 (100%)	1962	70(45.2%)
University Graduates	0		85(54.8%)
MAS	51 (100%)	1963	72(44.2%)
University Graduates	0		91(55.8%)
MAS	49 (89.3%)	1964	80(45.7%)
University Graduates	7 (10.7%)		95(54.3%)
MAS	54 (68.4%)	1965	92(47.2%)
University Graduates	25 (31.6%)		103(52.8%)
MAS	51 (65.4%)	1966	99(45.4%)
University Graduates	27 (34.6%)		119(54.6%)
MAS	50 (56.2%)	1967	103(44.1%)
University Graduates	39 (43.8%)		133(55.9%)

* Malayan Civil Service Staff Lists.

CHAPTER III

RECRUITMENT TO THE MALAYSIAN HOME SERVICE

Administrative Institutions

In Malaysia there are two administrative institutions which are concerned with recruitment to the Malaysia Home Service, namely the Malaysia Establishment Office and the Public Services Commission.

The Malaysia Establishment Office

The Malaysia Establishment Office grew out of the original Malayan Establishment Office created under the terms of the Malayan Establishment of 1934.

For some time, in Malaya, the Malayan Civil Service Officers were liable to transfer among the four Federated Malay States. In addition several of the Unfederated Malay States recruited British Officers. And all states and administrative units borrowed freely one from the other. But these were services considered peculiar to the Straits Settlements Civil Service and the services exclusively of the Federated Malay States and the Unfederated Malay States. Thus in attempting to introduce order into the confusing system of borrowing and lending, there was created the Malayan Establishment Office in Singapore.

After the formation of the Federation of Malaya there was a growing separation between the Federation and Singapore. Thus in July 1954, the Federation of Malaya Establishment Office was set up in Kuala Lumpur. After the formation of Malaysia it was renamed Malaysia Establishment Office.

Today the Malaysia Establishment Office is headed by a Director of Establishments assisted by a Deputy Director of Establishments. Together they manage the work of the office which is organised into eight functional divisions. This can be seen from the chart on Page 20.

The service division which we are interested in is headed by an Under Secretary assisted by two

ESTABLISHMENT OFFICE MALAYSIA

Director of Establishment

Deputy Director of Establishment

Principal
Staff
Training
Centre

Under Secretary
Promotion
and Discipline

Under Secretary
Whitley
Council

Under Secretary
Malaysia

Under Secretary
Service

Under Secretary
Establishment

Principal
Assistant
Secretary

Establishment
Officer
(Federal)

Establishment
Officer
(Federal)

Principal
Assistant
Secretary

Special
Duty

Establishment
Office
Sarawak

Establishment
Office
Sabah

Pensions

Principal Assistant Secretaries and ten other officers. It is responsible for all service matters and problems of officers in the common-user service.

The Malaysia division headed by an Under-Secretary and assisted by an Assistant Secretary at headquarters and two officers (Federal) stationed respectively in Sabah and Sarawak.

On the whole the most important function of the Malaysia Establishment Office is the controlling of postings and transfers of officers in the common-user service. In general the Malaysia Establishment Office acts as a devising source to supply informations to the Public Services Commission. This means that the Public Services Commission has to consult the Malayan Establishment Office in matters concerning recruitment, selection and appointment.

Public Services Commission

It was the desire of the Colonial Office, as expressed in 1946 that a Public Services Commission should be established in Colonial territories. In 1953 a committee was established to investigate further the creation of a Public Services Commission, and on March 31, 1954 the Committee's Report was placed before the Legislative Council. This Report which recognised the desire of the Colonial Office recommended the creation of such a body, advisory in nature.

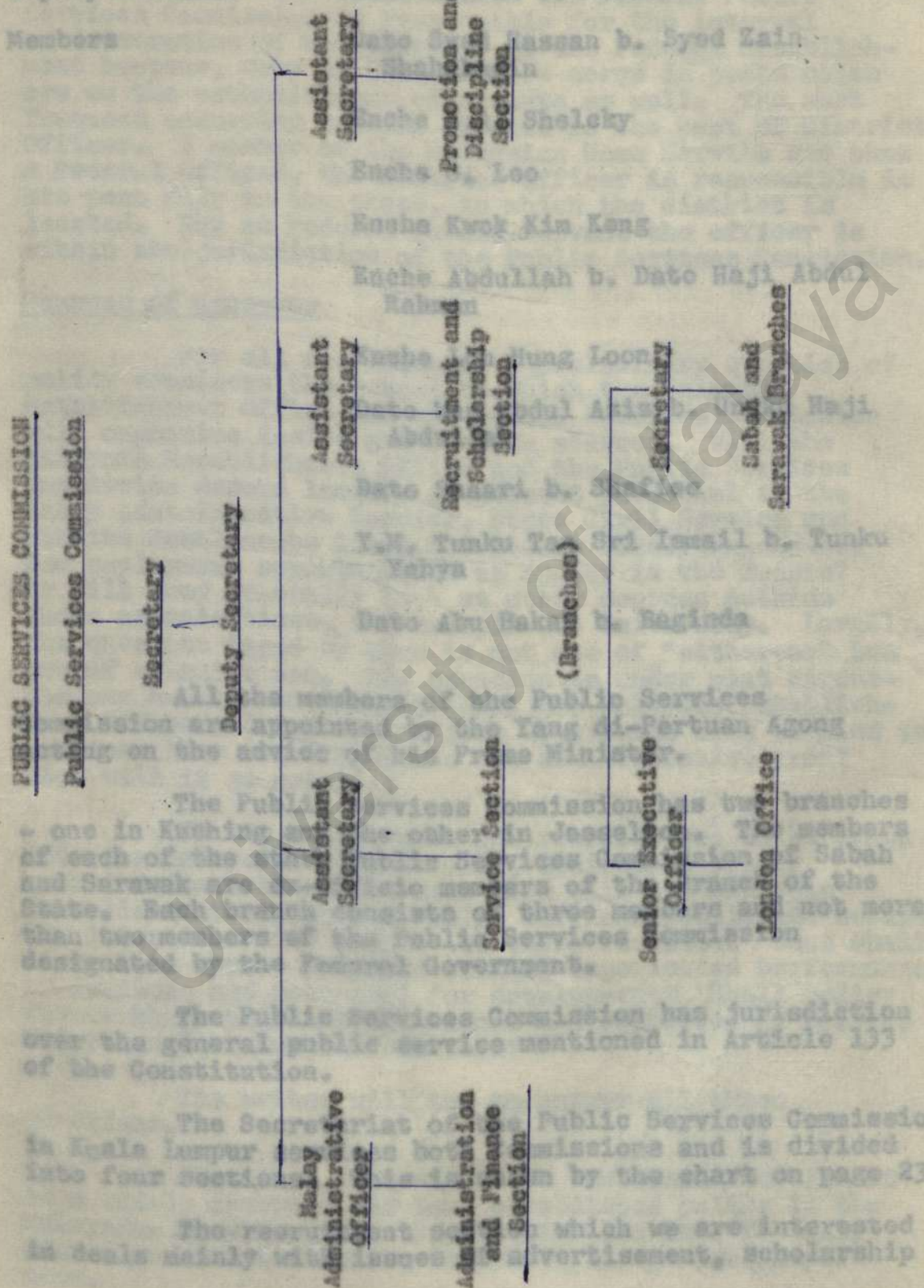
Consisting of a Chairman and six members, the Public Service appointment and promotion Board, which began functioning in May, 1954 made no final decisions in the selection and promotion of personnel since the board was purely advisory in nature. In offering its advice however, the Board's Record appear outstanding, for in its more than two and half years of existence, there was not a single case in which the advice of the Board was rejected outright.

It was only after independence that the Federation of Malaya had a proper Public Services Commission. The Public Services Commission established under article (1) of the constitution consists of a Chairman, a Deputy Chairman, one or both of whom shall have been members of a Public Service within five years prior to their first appointments and not less than four or more than twelve other members. The name of the members of the present Public Services Commission are listed on page 23.

Chairman - Tan Sri (Dr) Abdul Aziz b. Haji Abdul Majid

Deputy Chairman - Dato Osman b. Mohammad

Members - Dato Hassan b. Syed Zain



Chairman Tan Sri (Dr) Abdul Aziz b. Haji
Abdul Majid

Deputy Chairman - Dato Othman b. Mohammad

Members Dato Syed Hassan b. Syed Zain
Shahabudin

Enche B.A. Shelcky

Enche G. Leo

Enche Kwok Kim Keng

Enche Abdullah b. Dato Haji Abdul
Rahman

Enche Loh Hung Loon

Dato Wan Abdul Aziz b. Ungku Haji
Abdullah

Dato Shaari b. Shafiee

Y.M. Tunku Tan Sri Ismail b. Tunku
Yahya

Dato Abu Bakar b. Baginda

All the members of the Public Services Commission are appointed by the Yang di-Pertuan Agong acting on the advice of his Prime Minister.

The Public Services Commission has two branches - one in Kuching and the other in Jesselton. The members of each of the state Public Services Commission of Sabah and Sarawak are ex-officio members of the Branch of the State. Each branch consists of three members and not more than two members of the Public Services Commission designated by the Federal Government.

The Public Services Commission has jurisdiction over the general public service mentioned in Article 133 of the Constitution.

The Secretariat of the Public Services Commission in Kuala Lumpur services both Commissions and is divided into four sections. This is shown by the chart on page 23.

The recruitment section which we are interested in deals mainly with issues of advertisement, scholarship

and awards, application and short listing, interviews, temporary appointments and security vetting.

Under the Constitution the Federal Public Services Commission is responsible for the internal administration of the services on the Federal Establishment however, many of the officers serve in posts which are on the establishment of a state as well. The most frequent occurring example of this is the post of District Officer. A member of the Malaysian Home Service and thus a Federal Officer, the District Officer is responsible in his post only to the state, in which the district is located. But as Federal Public Servant the officer is within the jurisdiction of the Public Services Commission.

Sources of Manpower

For all recruitment, a preliminary question of policy considers the extent to which the Malaysia Establishment Office and the Public Services Commission will emphasize inside and outside sources. Will the Malaysia Establishment Office and the Public Services Commission depend largely on present personnel in the Malay Administrative Service, State Civil Service and Straits Settlements Civil Service as likely candidates for employment opportunities as appear in the future? Or will they generally look at other sources outside those organisations, for example the University. Largely, the question faced by them is not one of "either-or" but one of relative use. The question is under what circumstances and to what extent shall the Malaysia Establishment Office and Public Services Commission seek to find the manpower they require within the administrative area? When will it go outside?

To the extent that new recruits are to be drawn into the Malaysian Home Service, additional policy questions must be considered. How will the Malaysia Establishment Office and Public Services Commission define its intentions with respect to these recruits. What shall it seek in them - polished skills, experienced performance, or aptitude and potential for development? Shall policy favour the employment of friends and relatives of present Malaysian Home Service Officers?

The writer will try to answer all these questions.

Promotion from within or 'internal recruitment' is a widely accepted and long established policy in the Malaysian Home Service. Such policy has been formally stated and practice often indicates its general importance.

The Malaysia Establishment Office and Public Services Commission consider several variables in deciding on the extent to which it will depend on inside sources. Among the most important are the following.

Most of the officers from the inside sources (the Malay Administrative Service, State Civil Service and Straits Settlements Civil Service), are likely to feel more secured and to identify their own long term interests with those of the Malayan Civil Service when they can anticipate first chance at job opportunities in a higher organisation.

The officers from these sources have already got the experience of the government job and this past experience helps them in performing new duties. This method of recruitment provides ample opportunities for advancement to these officers. It is a great incentive for the officers to work more efficiently. On the basis of the record of his past performance an officer can safely be entrusted with new responsibility. On the otherhand, it is reasonable to expect somewhat less concern about high level performance under these circumstances. General application of the promotion from within policy may encourage mediocre performance. Many of them may not develop and maintain a universalistic productivity standard of competence.

Only few government agencies can fill all their manpower requirements from within. The Malaysian Home Service is one of those. Vacancies in the Malaysian Home Service must be filled and new jobs have specification that cannot be met from the subordinate services or inside sources. Recruitment policy in the Malaysian Home Service, therefore, assume that some recruitment will look to sources outside the administrative area. In other words the Malaysian Home Service has to recruit some personnel direct from the market i.e. the University. It is known as direct recruitment.

The Malaysia Establishment Office and Public Services Commission consider several variables in deciding on the extent to which they will depend on outside sources. Among the most important ones are the following.

From a large number of applicants the best talent can be chosen. There is a great scope for choice. A fair chance is provided to all the University graduates to compete for the jobs. The University is the principal source of academically qualified candidates. They are the people most likely to import new ideas. They, however, are inexperienced. They may not know enough about the processes in the Malaysian Home Service and hence to

participate effectively.

Officers from the Malay Administrative Service, State Civil Service and Straits Settlements Civil Service may enter the Malayan Civil Service after they have been confirmed in their appointments. In addition they are also required to satisfy certain conditions. An officer from any of these sources when he enters the Malaysian Home Service he will be required to serve on probation for a period of one to three years.

The basic qualification required of a candidate from the University wanting to enter the Malaysian Home Service is an honours degree. The Malaysian Home Service also takes in people with honours degrees in the bar final examination.

According to the scheme of service, Malaysia Home and Foreign Service, a third class in the Bar final and a pass degree from a University are also eligible for entry to the Malaysian Home Service.¹

The direct recruits can be classified into two categories, firstly, the automatic entry and secondly, the late entry. Those considered under the first category are the Malaysian Home and Foreign Service scholarship holders. The Table shows the distribution of Malaysian Home and Foreign Service Scholarship.

Distribution of Malaysian Home and Foreign Service Scholarships to University Undergraduates in the Period (1960-68).

<u>Date</u>	<u>Number of Candidates</u>
1960	7
1961	23
1962	22
1963	20
1964	36
1965	21
1966	36
1967	39
1968	33

The important fact to note here is that all those candidates were Malays. Not even a single non-Malay undergraduate was awarded with the Malaysian Home and Foreign Service Scholarships.

¹See Appendix I.

Those considered under the second category are the non-Malaysian Home and Foreign Service scholarship holders, but wish to enter the Malaysian Home and Foreign Service. They are the ones, who have undergone the process of selection at the interview. The latest process of selection to the Malaysian Home and Foreign Service took place in two occasions - 23rd April, 1968 and 15th July, 1968. On 23rd April, 1968 the number of applicants interviewed was 132 and on 15th July, 1968 it was 49.

A selected candidate for direct entry from a University will be appointed on probation for a period of three years.

Procedures of Recruitment

Procedures regarding recruitment in the Malaysian Home Service adopted by the Public Services Commission are those that were outlined for the Commission on the eve of the establishment of its preliminary body in January, 1957.

When a vacancy arises in a department the department Head transmits to the Public Services Commission all pertinent information regarding the vacancy, such as the title of posts, salary scale, appropriate position on the Federal estimate of the duties and responsibilities of the post together with a statement that there is no Treasury or Malaysia Establishment Office objection to the vacancy being filled (Vacancies in the Malaysian Home Service may be created by retirement of which there are three kinds, namely optional retirement, medical retirement and age limit retirement and resignation. There are no Statistics available in the Malaysia Establishment Office on this). Moreover, if it is proposed that the qualification detailed in the appropriate scheme of service should be altered, the authority for such amendment must be included. Such information as this is necessary since the Public Services Commission have responsibility neither for making policies governing the terms and conditions of service, nor are they concerned with the size of the establishment. The Public Services Commission is responsible only for selecting personnel on the basis of well defined minimum qualification for appointments to established posts to which are attached specific terms and conditions of service.

After the full particulars are received the position is advertised in the Government Gazette (or in the Public Press, or in both) and applications are invited.

After the closing date specified in the advertisement a preliminary board, consists of a permanent member of the Public Services Commission and the Head of the department or his representatives, in which the vacancy has occurred. It reviews all applications and make recommendations to the Commission that some of the applicants should be called for interview. Usually five applicants for each vacancy are chosen if there are sufficient qualified applicants available. If this recommendation is accepted the candidate appears before an interview board.

A very important question of recruitment is the devising of techniques and methods for the determination of the suitability of the candidate for the Malaysian Home Service. The Public Services Commission seems to claim that the oral test or the interview method is reliable. In this procedure, the candidate meets with a board of interview. The panel interview seeks to facilitate the pooling of judgements with respect to the candidate.

The interview is generally quite directive, in that the interviewer, by his questions, leads the discussion to a series of points or items which he considers important. A portion of the interview may be non-directive in encouraging the candidate to discuss whatever subjects he regards as relevant and interesting.

According to the Public Services Commission personality characteristics cannot be appraised through written test. Oral interview is resorted to because it enables the interviewers to measure the personal characteristics of a candidate. The interviewers can test the sharpness, alertness, intelligence and quick mindedness of the candidate. The oral expression, the way of putting things, the capacity to convince others can be known through the oral interview. On the whole the potential qualities of leadership of a candidate and his vigour and strength of character can be assessed by this system.

The interview method is however not without defects. First and foremost it is impressionistic and largely subjective in nature. The major hazard in this process is that of erroneous inference. The danger is that the interviews may be interpreted as having greater meaning and validity than is justified.

Hazards are increased because the interviewers will take for granted their own ability to read the subtleties of character and personality as well as intelligence from conversation with a candidate. All too many, interviewers are quite too sure that they can tell

the 'suitable and the 'unsuitable' on the basis of a half-hour interview.

Secondly many candidates, in the atmosphere of worry and fear, become nervous and cannot express themselves fully well. The interview room creates an artificial situation for the candidate, in which he may become excited and nervous. One of the most common types of interviewing errors has been widely described as the 'halo effect'. It is the tendency to allow one prominent characteristic of the candidate to dominate appraisal of the entire personality, to colour the interviewer's judgement on other traits. If the individual being interviewed has a pleasant voice and speaks well, that quality makes all his other qualifications look better. Any one of many individual characteristics may create the 'halo effect' - dress, physical appearances, small mannerism etc.

Interview is, therefore, not a test of knowledge of the applicants. Its only utility is to know the superficial aspect of the candidates personality like speech, general mental ability and appearance etc. Another thing is that different people have different notions about personality. The simple fact is that many of the interviewers are amateur character analysts.

The third reason is that, in this country appointments influenced by political or other pressures are a recognised and accepted fact. If this is the situation how far can we rely on the impersonality and the integrity of the board of interview itself.

Another point which can be levelled against the interview method adopted by the Public Services Commission is that, though in the preliminary interview, the various Malaysian Home Service departments participate in the selection of applicants to be called for an interview, in the final evaluation and selection of candidates the departments do not seem to have a major role to play. Nonetheless, a common board of interview is in a position to serve all Malaysian Home Service departments, it will not, however, be appropriate to all needs. It may offer little or no advantage at all, for instance, in the selection of special categories of personnel. The Public Services Commission should, therefore, from time to time decide whether particular categories of personnel might be better recruited directly by the departments and agencies concerned. In the opinion of the writer the selection of all key and highly specialised personnel should be left fully in the hands of departments, subject to general policy control.

Generally recruitment tests are of two kinds,

namely competitive and non-competitive. The competitive test has to determine two things, firstly, it has to determine which of the candidates meets minimum standards. Secondly, it has to determine the grades of the applicants, i.e. what is the best, next best, and so on. These are for the purposes of determining the relative position in which the candidates have been placed. A non-competitive test has to determine only the minimum standards required of the candidates.

The kinds of test that normally come under considerations are:

- (1) The oral test or the interview.
- (2) The written examination.
- (3) The performance demonstration.

In Malaysia, selection to the Malaysian Home Service provides only the oral test or the interview. The other two tests are not available. Thus in Malaysia the interview is not a supplementary test but a decisive selective test. This naturally puts the Public Services Commission in a position which does not warrant it to determine the relative position of the applicants. This means that the Public Services Commission is in a position to determine only the minimum standards required of the candidates. Thus in Malaysia, recruitment test in the Malaysian Home Service is not the competitive one but the non-competitive one, which implies that there is no employment of up-to-date tests of high selectivity and reliability.

The absence of written test or examination in the selection process also reveals that the Public Services Commission does not employ the 'merit principle' to the fullest extent, as a guide to selection.

The consequence of all these is that the non-competitive recruitment method may result in qualified candidates being selected, but there is usually no reason to believe that it results in the best qualified being selected or recruited to the Malaysian Home Service. This situation offers one of the most serious and widely exploited possibilities of abuse.

Some countries like India and England use the written tests for judging the qualifications of the candidate, his superior mind, general ability and also his intellectual calibre. These tests are held in the subjects which are taught in the Universities and Colleges.

In the United States there are different schemes

of tests of civil servants. The purpose of the American Civil Service examinations is to test the specific knowledge which the candidate has concerning the duties which he is supposed to perform. The purpose of the test is to know the achievement in any particular field as a result of either training or experience. The test is held in economics for a post in which economics is essential. For a post in which legal knowledge is required the test is held in law.

The performance test is held only when it is really necessary. It reveals the ability of a person to perform a particular job.

In the opinion of the writer the Malaysian Public Services Commission should follow the examples shown by those three countries because the employment of written tests would only benefit the Malaysian Home Service, for the obvious reason that it will ensure the entry of the best qualified candidates to the Malaysian Home Service.

The Malaysia Establishment Office and the Public Services Commission, however, are not very much exposed to criticism in this respect, because it is for the very reason of lack of recruitment tests, that the proper use of the probationary period is made. The probationary officers in the Malaysian Home Service are required to take examinations in some relevant subjects. Supervisors of some sort are assigned to assess the performance and general stability of new officers throughout the probationary period. In the final analysis, such an assessment is very much in the interests of both the departments and the officers.

The Quota System

The most important policy variable which has come under the consideration of both the Malaysia Establishment Office and the Public Services Commission in the Malaysian Home Service is the quota system.

Until the end of 1952 entry to the Malaysian Home Service was confined mainly to the expatriates and the Malays. But since November, 1952 it has been opened to Federal citizens of all communities subject to a ratio of one non-Malay to every four Malays. This quota system was adopted at the time of the leadership of the then High Commissioner, General Sir Gerald Templer. In explaining the new policy to the Legislative Council in November 1952, the High Commissioner observed: "Members of the council will, however, I feel sure agree that it is very necessary that the special position of the Malays

should be retained in the Civil Service and imposed in the whole economic field. To this end certain safeguards are necessary, I, therefore, propose that, as one of the safeguards, the number of Non-Malay Federal citizens who are admitted to the Malaysian Home Service shall be limited to one for every four Malays admitted into that service in the future....."

Sanction by the Constitution the recruitment quota fix the recruitment ratio in the Malaysian Home Service and is still employed today.

The feature created by the recruitment ratio in the Malaysian Home Service can be seen from Table 3 which shows the annual direct recruitment figures. If we take 1960 as the base year the average number of Malay graduates entering the Malayan Civil Service is about thirteen per year while the non-Malays as a whole only three candidates per year.

The accumulated results of such a disproportionate recruitment of University graduates among the communal groups can be seen from Table 4 showing the distribution of direct recruitment in the Malaysian Home Service in the period 1960-1967. If a comparison is made between 1960 and 1967 to show the difference between the total number of Malay graduates and non-Malay graduates we will get the following results:

	1960	1967
Malays	51 (71.9%)	155 (78.7%)
Chinese	7)	16)
Indians	12)	23)
Eurasians	1)	3)
	20 (28.1%)	42 (21.3%)

In 1960 the total number of Malay graduates was fifty one and in 1967 it was one hundred and fifty five; it shows that their number increased by three times.

In 1960 the total number of Chinese graduates was seven and in 1967 it was sixteen. This shows that their number increased by two times. The total number of Indian graduates in 1960 was twelve and in 1967 it was twenty three. This again shows that the number of Indian graduates also increased by slightly less than two times. There was only one Eurasian graduate in the Malaysian Home Service in 1960 and three in 1967. Their number thus increased by three times. But since their total number is comparatively very small, it therefore indicates no significance.

TABLE 3

A TABLE TO ILLUSTRATE THE ANNUAL DIRECT RECRUITMENT (UNIVERSITY GRADUATES)
AMONG THE COMMUNAL GROUPS IN THE MALAYSIAN HOME SERVICE
IN THE PERIOD 1953 TO 1966*

Date	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966
Malays	5 (100%)	3 (100%)	1 (50%)	0	3 (75%)	15 (68.2%)	20 (83.2%)	8 (61.5%)	10 (7.4%)	11 (85%)	0	24 (77.5%)	20 (91%)	33 (77%)
Chinese	0	0	0	3 (75%)	0	3 (13.6%)	1 (4.5%)	2 (15.4%)	3 (21.4%)	0	0	5 (16.1%)	1 (4.5%)	5 (11.5%)
Indians	0	0	1 (50%)	1 (25%)	1 (25%)	4 (9.1%)	3 (12.5%)	2 (15.4%)	1 (7.1%)	1 (7.5%)	0	2 (6.4%)	1 (4.5%)	5 (11.5%)
Eurasians	0	0	0	0	0	0	0	1 (7.7%)	0	1 (7.5%)	0	1 (3%)	0	0
Total	5	3	2	4	4	22	24	13	14	13	0	32	22	43

* Malayan Civil Service Staff Lists.

TABLE 4

A TABLE TO ILLUSTRATE THE DISTRIBUTION OF DIRECT RECRUITMENT
(UNIVERSITY GRADUATES) IN THE MALAYSIAN HOME SERVICE
IN THE PERIOD 1960 - 1967

	1960	1961	1962	1963	1964	1965	1966	1967
Malays	51 (71.9%)	51 (70.0%)	60 (67.5%)	67 (69.7%)	67 (72.4%)	92 (74.2%)	121 (72.0%)	155 (78.7%)
Chinese	7 (9.8%)	10 (13.3%)	11 (12.4%)	11 (11.4%)	10 (10.8%)	12 (9.7%)	21 (12.5%)	16 (8.1%)
Indians	12 (16.9%)	13 (17.3%)	15 (16.9%)	16 (17.6%)	13 (14.0%)	17 (13.7%)	23 (13.7%)	23 (11.7%)
Eurasians	1 (1.4%)	1 (1.4%)	2 (2.0%)	2 (2.1%)	3 (3.2%)	3 (2.4%)	3 (1.8%)	3 (1.5%)
Total	71 (100%)	75 (100%)	88 (100%)	96 (100%)	83 (100%)	124 (100%)	168 (100%)	197 (100%)

* Malaysian Civil Service Staff Lists.

On the whole in the period 1960-1967 the total number of Malay graduates increased by slightly more than three times while that of the non-Malays increased by slightly more than two times.

A clear picture of the application of the quota system, however, can only be produced through an analysis of the overall annual recruitment of the communal groups. From Table 5 we can see the distribution of annual recruitment in the Malaysian Home Service among the various communal groups we can see that the official ratio of one non-Malay to every four Malays was not followed strictly. In 1957, 1960 and 1961 the recruitment ratios were smaller than that of the official ratio. In the rest of the period the ratios were bigger than that of the official ratio. In 1962 and 1965 the recruitment ratios were three times bigger than that of the official ratio. The most remarkable among the ratios was that of 1963 which is 32 to 0.

The quota system which acts as a legal bar blocking the entry of the non-Malays to the Malaysian Home Service caused a disproportionate distribution of the communal groups in the Malaysian Home Service. From Table 6 which shows the distribution of the various communal groups in the Malaysian Home Service we can see that the total number of Malays in the Malaysian Home Service in each year has always been larger than the total number of the non-Malays put together. In 1967 for example the total number of Malays in the Malaysian Home Service was 389 which is about 88% of the total while the total number of non-Malays put together was fifty five which is about 12% of the total.

According to Tilman such a disproportionate distribution of the communal groups in the Malaysian Home Service was also partly due to the trends of education in the Federation. He said that the concentration of the Malays in the Malaysian Home Service could be attributed to the influence brought about by the Malay College Kuala Kangsar and the British tradition of a liberal general education. The Malay College was geared mainly towards producing Malay administrators. The immediate result was that the Malays were less inclined to pursue technical or professional education than were the Chinese and the Indians, and that they were very much attracted to general education. Consequently most of the Malays had qualifications only in subjects which were applicable only in the administrative service.

The more common criticism which has been levelled against the quota system is that it provides entry to the Malaysian Home Service for many Malays who probably could not have otherwise expected to become administrators. The

TABLE 5

A TABLE TO ILLUSTRATE THE DISTRIBUTION OF ANNUAL RECRUITMENT IN THE MALAYSIAN HOME SERVICE AMONG THE VARIOUS COMMUNAL GROUPS IN THE PERIOD 1957 - 1966 *

Year	Malays	Chinese	Indians	Eurasians	Ratio
1957	14	2	2	0	3.5:1
1958	50	4	5	0	5.55:1
1959	31	2	3	0	6.2:1
1960	18	2	2	1	3.6:1
1961	14	3	1	0	3.5:1
1962	27	1	0	1	13.5:1
1963	32	6	4	1	4.9:1
1964	52	2	1	0	13:1
1965	39	3	5	0	5.25:1
1966	42				

* Malaysian Civil Service Staff Lists.

TABLE 6

A TABLE TO ILLUSTRATE THE DISTRIBUTION OF COMMUNAL GROUPS
IN THE MALAYSIAN HOME SERVICE IN THE PERIOD (1955-1967)*

Race	Date												
	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967
Expatriates	235 (70.4%)	233 (69.7%)	219 (60.5%)	145 (48.8%)	101 (35.8%)	64 (22.2%)	45 (15.7%)	28 (10.0%)	10 (3.5%)	5 (1.6%)	3 (0.8%)	0	0
Malays	93 (27.8%)	92 (27.6%)	126 (34.8%)	133 (44.7%)	161 (57.1%)	195 (67.7%)	211 (73.5%)	220 (78.6%)	246 (85.4%)	273 (87.2%)	315 (87.3%)	323 (88.0%)	389 (87.6%)
Chinese	5 (1.5%)	6 (1.8%)	13 (3.6%)	13 (4.4%)	14 (4.9%)	16 (5.6%)	16 (5.6%)	16 (5.7%)	16 (5.6%)	17 (5.4%)	21 (5.8%)	22 (6.0%)	23 (5.2%)
Indians	1 (0.3%)	3 (0.9%)	4 (1.1%)	5 (1.7%)	5 (1.8%)	11 (3.8%)	13 (4.5%)	14 (5.0%)	14 (4.8%)	15 (4.8%)	19 (5.3%)	19 (5.2%)	29 (6.5%)
Others	0	0	0	1 (0.4%)	1 (0.4%)	2 (0.7%)	2 (0.7%)	2 (0.7%)	2 (0.7%)	3 (1.0%)	3 (0.8%)	3 (0.8%)	3 (0.7%)
Total	334	334	362	297	282	288	287	280	288	313	361	367	444

* Malaysian Civil Service Staff Lists.

non-Malays on the other hand who might have been better qualified had to be channelled to other enterprises, while their knowledge and skill could have been highly utilised in the administrative service. The normal conclusion is that recruitment to the Malaysian Home Service is based not only on academic qualifications and experience but also on race, ethnic group, language and religion. All these result in a further restriction in the already limited supply of qualified personnel from which to recruit.

When the question of the Malayisation of the Malaysian Civil Service was first raised after the war the argument against it was that the country was deficient in academically qualified Malaysians. Even when the University of Malaya (Singapore) came into being the number of University graduates passing out every year was still very small. The Federal Establishment Office and the Public Services Commission, therefore, resorted to the method of internal promotion. Large numbers of Malay Administrative Officers were, thus, internally promoted to the Malaysian Civil Service. The former Malay Administrative Officers who were already in the Malaysian Civil Service were further promoted to higher posts.

At present the former Malay Administrative Service Officers staff for about 70% of the Super Scale posts in the Malaysian Home Service. From Table 7 we can see that the total number of Malay Administrative Officers in each year has always been larger than that of the University graduates, with the exception of 1967. The total number of Malay Administrative Officers in that year was 153 while that of the University graduates was 147. On the whole, however, the top posts in the Malaysian Home Service are still dominated by the Malays who have mostly been internally promoted from the Malay Administrative Service.

In a country like Malaysia where the political organisation and the communicative systems are relatively weak greater reliance has, therefore, to be placed on the Malaysian Home Service to bring about socio-economic changes. Since it seems to be the most developed national institution,

Accepting the fact that the Malaysian Home Service is the most developed national institution, we still, however, have to ask ourselves this question: Is the Malaysian Home Service - in view of the fact that it is inadequately fashioned and insufficiently attended

2The Malaysian Home Service Staff List, 1967.

CHAPTER IV

THE ROLE OF THE MALAYSIAN HOME SERVICE

When the question of the Malayanisation of the Malayan Civil Service was first raised after the war the argument against it was that the country was deficient in academically qualified Malaysians. Even when the University of Malaya (Singapore) came into being the number of University graduates passing out every year was still very small. The Federal Establishment Office and the Public Services Commission, therefore, resorted to the method of internal promotion. Large number of Malay Administrative Officers were, thus, internally promoted to the Malayan Civil Service. The former Malay Administrative Officers who were already in the Malayan Civil Service were further promoted to higher posts.

At present the former Malay Administrative Service Officers staff for about 70% of the Superscale posts in the Malaysian Home Service.¹ From Table 7 we can see that the total number of Malay Administrative Officers in each year has always been larger than that of the University graduates, with the exception of 1967. The total number of Malay Administrative Officers in that year was 153 while that of the University graduates was 197. On the whole, however, the top posts in the Malaysian Home Service are still dominated by the Malays who have mostly been internally promoted from the Malay Administrative Service.

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Accepting the fact that the Malaysian Home Service is the most developed national institution, we still, however, have to ask ourselves this question: Is the Malaysian Home Service - in view of the fact that it is inadequately fashioned and insufficiently attuned

¹The Malaysian Home Service Staff List, 1967.

TABLE 7

A TABLE TO ILLUSTRATE THE DISTRIBUTION OF THE TOTAL
NUMBER OF MALAY ADMINISTRATIVE SERVICE OFFICERS AND
THE TOTAL NUMBER OF UNIVERSITY GRADUATES IN EACH YEAR
IN THE MALAYSIAN HOME SERVICE IN THE PERIOD 1960 TO 1967*

Date	1960	1961	1962	1963	1964	1965	1966	1967
Malay Administrative Service	150 (60.6)	111 (55.9)	112 (56.3)	123 (56.1)	139 (62.2)	149 (54.6)	150 (50.7)	153 (43.7)
University Graduates	71 (39.4)	75 (44.1)	88 (43.7)	96 (43.9)	83 (37.4)	124 (45.4)	146 (49.3)	197 (56.3)
Total	176	186	200	219	222	273	296	350

* Malaysian Civil Service Staff Lists.

to assume the developmental role² - in a position to function as the forerunner of socio-economic changes?

We may proceed to answer this question by examining first the quality of the personnel in the Malaysian Home Service and second the organisational structure.

According to Tilman the former Malay Administrative Officers who now fill the top posts in the Malaysian Home Service are not only underqualified but also generally conservative. According to Tilman "In general the officers of the older Malay Administrative Service tradition seem more intent on retaining the ways of the expatriate, are less willing to innovate or even to listen to suggestions for innovations and are quick to invoke the custom of colonial practice to legitimize their conservatism."³

From Tilman's personnel point of view, it seems that the Malaysian Home Service is not yet adequately fashioned to function as the forerunner of socio-economic changes because the majority of the top administrators have the tendency to inhibit change and that there seems to be no room for the development of innovational tendency among the top administrators. Perhaps this notion of the Malaysian Home Service holds some truth today as reflected by Tan Sri Mohamed in his speech at the opening day of the training course for the Malaysian Home Service Officers at the Training Centre in Petaling Jaya. In his speech he was emphasizing the role of administrators in developing countries. He said that Malaysia now needed more 'change oriented' administrators and those who believe that change was necessary. He also pointed out that Malaysia needed administrators who would always think in terms of objective and not in terms of procedures. Malaysia he said would not appreciate anymore such administrators who

²Professor M.I. Raman observes: "... Malaysia's administrators with many significant exceptions, are not developmentally oriented as would be desirable Beyond that as I have already observed our administrators have been handicapped by out-moded systems and quaint procedures which are inadequate to manage and control large, costly and fast moving action programme.

"Is the Malaysian administrative structure development oriental". Journal of the Economics Society, University of Malaya. Vol. 8, December 1967, pp. 13 and 15.

³Tilman, "Bureaucratic Transition in Malaya", p. 114.

believed in routinisation and those who would only sit on the developmental sidelines limiting their role to fixing rules and regulations. He even suggested that the administrators must adopt a more aggressive attitude towards administration, that is, they must not wait for problems to come and solve them as and when they come.

In his article 'The Role of the Civil Service in Development' Tan Sri Abdul Jamil b. Abdul Rais, unlike the two mentioned above expresses his concern more on the inadequate administrative systems. He says "I am confident that I will be reflecting our own common judgement when I venture to suggest that in varying degrees our administrative systems are ill-adapted to the needs of our time".⁴ He also admits that the administrative systems in Malaysia are more suitable for carrying out the age-old functions of government associated with the maintenance of law and order and the collection of revenue, then for the purposes of carrying out effective performance required in dynamically developing country.

The commitment of the government to development, therefore, according to him must be matched with an equally ardent commitment to revamp and modernise the administrative systems.⁵ As to the administrators, Tan Sri Abdul Jamil b. Abdul Rais, in his article implies that some of them do possess the innovational tendency but their efforts are somewhat retarded by the existence of out-of-date administrative procedures in some government departments. This is reflected in his statement. "With the recruitment of progressively increasing number of University graduates, the competence of the civil service in dealing with the many task of planning and implementing development projects and programmes has also steadily expanded. This has, however, been at a pace which is much below our requirements".⁶

Tan Sri Abdul Jamil b. Abdul Rais also brushes aside the allegation that the older Malay Administrative Officers in the Malaysian Home Service play no part in change and innovation in the developmental processes, by saying that planning process in Malaysia is a combination of a "from the top down", approach with a "from the bottom up" approach.⁷

⁴"Development Forum", Vol. 1, No. 2, December 1967, p. 1.

⁵Ibid, p. 2.

⁶Ibid, p. 4.

⁷Ibid, p. 5.

He also points out that the National Development Planning Committee is chaired by the Permanent Secretary, Prime Minister's Department, who is also the Head of the Malaysian Home Service. It consists of members of top level representatives from the Ministries and agencies concerned with the overall aspect of development.⁸

The overall picture which we should have in our mind now is that the administrative systems in the Malaysian Home Service still require a lot of improvement and that the Malaysian Home Service is not totally devoid of administrators who possess innovational tendency.

That the Malaysian Home Service is deficient in administrators who possess the innovational tendency is a fact which no one has ever denied. That the administrative systems in some departments in the Malaysian Home Service are out-of-date is a phenomenon well observed. These two features of the Malaysian Home Service are reminiscent of a developing country. The Malaysian Home Service as we know is still undergoing a period of transformation from the Colonial status to the modern status. Transformation in the Malaysian Home Service as it seems is quite gradual. The older administrators certainly require some time to adjust themselves to present needs. It is quite impossible for them to change overnight. One who has been deeply engrossed in Colonial practice would certainly find it challenging when one wants to accommodate oneself in a new atmosphere of administration where the orientation is no longer 'routinisation but development'.⁹

Unlike the developed countries where bureaucracies function as bureaucracies, armies as armies and parliaments as parliaments, the bureaucracies in the developing countries has to be guided in its function in the sphere of development by political elite. This may be due to the fact that the bureaucracies are only part-

⁸Ibid, p. 6. "Government and Politics in Malaysia".

⁹Pye, Lucien observes: Among the most powerful influences of the traditional order in any society in transition are those forces which impede the development of a distinct sphere of politics..... the political struggle tends to revolve around issue of prestige, influence and even personalities and not primarily around questions of alternative courses of policy action.

"The non-western political process". Journal of politics, Vol. 20, 1958 p. 469.

ially developed.¹⁰ This is very true in the case of Malaysia where the Malaysian Home Service is indeed only partially developed, so much so we find that the political elite are as deeply involved as the administrators in the developmental process.

In Malaysia there are some political leaders who are development oriented. The most outstanding of this is Dato Abdul Razak, the Deputy Prime Minister. Besides being an effective power holder at the Central Government he is also a leader who is basically task oriented. Another feature in the Malaysian scene is that there is in existence a situation whereby the top administrators and the political elite have a close and strong relationship. This is mainly due to the relative homogeneity of outlook and experience between the two groups. Milne observes: In Malaya, it is true many of the top civil servants at present are still drawn from what appears to be a rather narrow social circle.... A special feature in Malaya is that the Prime Minister and the Deputy Prime Minister have both been civil servants and so are able from inside knowledge, to hold the civil service in check.¹¹

If we apply Hahn-Been Lee's Typology of Bureaucratic Roles¹² into the Malaysian scene it would seem that the Malaysian Home Service in the near future will be experiencing a growth in the number of innovators. This is so because the developmentalist time orient-

¹⁰One of the characteristics of pre-industrial political system according to Almond, Gabriel is: Unless there is a bureaucracy left by a Western Colonial power, the bureaucratic structure may be only partially developed.

"Comparative Political System". Journal of Politics Vol. XVIII, 1956, p. 402.

¹¹Milne, "Government and Politics in Malaysia", p. 157.

¹²Hahn-Been Lee, "The Role of the Higher Civil Service under Rapid Social and Political Change", p. 3.

ation¹³ has already manifested itself in Malaysia (which is evident from the fact that the Alliance Party in power today, alternatively sometimes takes the line that its ideology, while not capable of being summed up as "socialism", "communism",.... rest on development).¹⁴

When the developmentalist time orientation in Malaysia manifests itself in an environmental conditions¹⁵ which is characterised by rapid change of social condition

¹³The term "time orientation" used here is a composite concept incorporating both the time perspective which is the person's subjective valuation of time and the attitude toward change which influences one's response to external change. Thus, this concept, because of its inherent linkage to values and attitudes, possess considerable potential utility in explaining and analyzing the behaviour of.....the varying roles of administrators in their interaction with the environment. Viewed from a time orientation vantage point, the environmental factors that interact with administration are..... phenomena which the administrators perceive make image of, and fine meaning to, and in relation to which they act meaningfully. Thus, time together with space is one of the fundamental forms of perception through whose medium meaningful action by individual and groups is derived". Ibid, p. 4.

¹⁴Milne, "Government and Politics in Malaysia, p. 89.

¹⁵"Rapid social change implies a situation in which many component changes occur in a manner of mutual interaction within relatively short span of time both in concert and in succession with a significant and lasting general impact upon the political-administrative setting.

Political change in the present concept is the change that occurs in the political sphere in interaction with general social change, including the advance of various new social forces into the political arena, accompanied often by consequent changes of regime. Rapid political change implies a situation in which such political changes take place recurrently in a short span of time". Hahn-Been Lee, "The Role of the Higher Civil Service under Rapid Social and Political Change, p. 1.

in bureaucracy, emphasises these structural requirements for bureaucratic innovation: (a) Structural loosening (avoid some redundancy) and (b) integrative group processes including some features as multiple group membership (e.g. task forces), and group problem-solving methods on the basis of inter-professional and interdisciplinary grouping". Ibid, p. 9.

and stable political condition¹⁶ and in a situation where-
by the major conditions for innovation exist¹⁷ (which is
evident from the fact that the organisational structures
in the Malaysian Home Service are being steadily improved
and that there are already a minority of administrators

16" When a developmentalist time orientation is
manifests itself in a relatively stable condition, a
bureaucratic behaviour conducive to a continuity of essen-
tial public service is obtained. This is public management
or public house keeping in the genuine sense. There is a
positive constructive feature in this situation. The Civil
Servant is goal conscious and positively adapts to change.
Only the relative stability of the underlying situation
does not prompt him toward extra efforts. Under ordinary
condition this is the widely expected mode of the civil
service. It provides the continuity of government operat-
ion, the foundation for any sustained development. Under
normal conditions, therefore this is the very *raison d'être*
of bureaucracy.

Under a condition of rapid environmental change,
a higher civil servant with this orientation can become
innovator. This stems from a latent attitude to adopt
and overcome change coupled with a general trust in time
and in the future. Ibid, p. 7.

17".....the major conditions for innovation
within a bureaucracy? Broadly speaking, there are two
major conditions: One is administrative, the other is
political. The administrative conditions in turn consist
of two elements. They are (1) personnel and (2) organi-
sational structure.

First, there must exist in the higher civil
service some "advocates" of new programmes, procedures,
methods and organisations, plus a sufficient number of
"initial adopters" who would support the "advocates" as
the change agents. What is operationally important is
that some minimum proportion - often a small but signi-
ficant minority - must exist before innovation can be
effectively introduced and carried on.....

Second the structure of administrative bureau-
cracy must be flexible for innovational germs to be
engendered. Victor Thompson, in writing about innovation
in bureaucracy, emphasizes these structural requirements
for bureaucratic innovation: (a) Structural looseness
(even some redundancy) and (b) integrative group pro-
cesses including some features as multiple group member-
ship (e.g. task forces), and group problem-solving methods
on the basis of inter-professional and interdisciplinary
grouping". Ibid, p. 9.

who possess the innovational tendency - "advocates" and "initial adopters" of innovation) there is therefore no reason for us for not anticipating the emergence of creditable number of innovators in the Malaysian Home Service in the near future.

Bearing in mind all the above facts the writer's answer to the question which has been stated earlier, is that the Malaysian Home Service is certainly in a position to function as the forerunner of socio-economic changes. One needs not be unduly skeptical about the role of the Malaysian Home Service in bringing about socio-economic changes by the mere fact that it is only partially developed. At present the Malaysian Home Service may be partially developed but in view of the steady structural improvements that have been taking place and the imminent emergence of large number of administrative innovators in it, it is only a matter of time when it will become fully developed.

These and more remained directly from the University have an educational background which is conducive to creating the same attitude.

The Administrative generalist spirit, however, extends not only to the civil service of a developing country like Malaysia but also in the civil service of some developed countries. In Britain for example according to Robert Freethus the British Administrative class has demonstrated the superiority of the liberally educated generalist bureaucrats.

Even in the countries which have come under British Colonial rule continue to appoint the generalists to key posts in the civil service. In Pakistan for example, writes Balraj Srivastava,

The policy of reserving key posts for a small number of highly trained generalists had been followed in the Indian Civil Service where it was a British response to increasing demand by Indians for Indianization of the public services.

Trilok, "Bureaucratic Transition in Malaysia".

Robert Freethus, "Decline of the Generalist". A mimeographed note given to second year students in Public Administration division, in 1967.

Balraj Srivastava, "The Civil Service of Pakistan". A mimeographed note given to second year students in Public Administration division in 1967.

Similarly in Malaysia the policy of reserving key posts in the Malaysian Home Service for the generalists had its origin in the Malayan Civil Service where it was a British response to increasing demand by Malaysians for the Malayisation of the service.

CHAPTER V

THE ADMINISTRATIVE GENERALISTS

According to Tilman the avenues of recruitment to the Malayan Civil Service, virtually assure the continuation of administrative generalist spirit. The recruits are not selected on the basis of any special professional or technical qualifications. Personnel recruited through the Malay Administrative Service, State Civil Service and the Straits Settlements Civil Service will probably have this spirit inculcated in their own outlooks and those recruited directly from the University have an educational background which is conducive to creating the same attitude.¹

The administrative generalist spirit, however, exists not only in the civil service of a developing country like Malaysia but also in the civil service of some developed countries. In Britain for example according to Robert Presthus the British administrative class has demonstrated the superiority of the liberally educated amateur bureaucrat.²

Most of the countries which have come under British Colonial rule continue to appoint the generalists to key posts in the civil service. In Pakistan for example, writes Ralph Braibanti,

the policy of reserving key posts for a small group of highly trained generalists had its origin in the Indian Civil Service where it was a British response to increasing demand by Indians for Indianization of the public services.³

¹Tilman, "Bureaucratic Transition in Malaysia", p.

²Robert Presthus, "Decline of the Generalist Myth". A Mimeographed note given to second year students in Public Administration division, in 1967.

³Ralph Braibanti, "The Civil Service of Pakistan". A Mimeographed note given to second year students in Public Administration division in 1967.

Similarly in Malaysia the policy of reserving key posts in the Malaysian Home Service for the generalists had its origin in the Malayan Civil Service where it was a British response to increasing demand by Malaysians for the Malayisation of the public service.

In a developing country like Malaysia where development programmes have been drawn with a view to bringing about improvements in the social and economic welfare of the people, it is certainly absurd to leave everything entirely to generalist administrators. We also need some specialist or expertise to help implement the development programmes. This has important bearing on development, because, as Harold J. Laski writes with a great clarity,

No one, I think could seriously deny to-day that in fact none of our social problems is capable of wise resolution with formulation of its content by an expert mind.... the plain man cannot plan a town, or devise a drainage system, or decide upon the wisdom of compulsory vaccination without aid and knowledge at every turn for men who specialised in those themes. He will make grave mistake, possibly fatal mistakes. He will not know what to look for; he may easily miss the significance of what he is told. That the contours of any subject must be defined by the expert before the plain man can see its full significance will, I believe, be obvious to anyone who has reflected upon the social process in the modern world.⁴

One of the obvious defects in the Malaysian Home Service today is that a significant majority of the administrators do not even tend to be specialists in their own fields. This is most evident in the field of management. Few members of the Malaysian Home Service actually see themselves as managers, that is, as responsible for organisation, directing staff, planning the progress of work, reviewing procedures etc. One possible reason for this is that most of them are not adequately equipped with the knowledge of management. Another possible reason is that much of their work is not managerial in this sense so they tended to think of themselves merely as advisors on policy to people above them, rather than as managers of the administrative machine below them which includes the

⁴Harold J. Laski, "The limitation of the Expert", A Mimeographed note given to second year students in Public Administration division in 1967.

specialists in the fields.

Probably this is the kind of situation which has led to the emergence of a not so cordial relationship between the generalists and the specialists. In some instances the generalists and the specialist accuse each other of not being co-operative. A generalist like Inche Yaacob b. Hitam for example while discussing on the topic, "Specialist and generalist as a team to promote change" in the national seminar on agriculture made this statement

Many members of the Committee remain in isolation and fail to consider themselves as an organic part of the Committee and lack the full understanding of the true purpose of the Committee.

The committee he referred to, however, was the National Development Planning Committee.

On the otherhand the specialists it seems, have been demanding that they be given greater measures of decision making at least in the field where they appear to be more competent than the generalists. An example of such a case took place when a Malaysian Home Service Officer was appointed to the new post of Permanent Secretary in the Ministry of Health. The professional officers protested against this appointment on the ground that powers were thus being transferred to this officer who was away from the medically qualified Director of Medical Services.⁵

The writer's point of view, however, is that, the present policy by which the generalists are given the upper hand in all matters without of course dispensing the expert consultation of the specialists at every stage of policy making, should continue, because it is reliable as well as practical, in that it has not shown any tendency to stifle the very essence of development. The Malaysian Home Service, however, should from time to time become more specialized in the sense that several professional career patterns should be made in the Malaysian Home Service, so that it can have specialists in the fields of, for instance, economics, state and district government and administrative management.

the degree of reliability does not depend upon the interview as a communication process. It depends rather upon the skills of the individual interviewer.

"Personnel Administration", The Journal of the Society for Milne, "Government and Politics in Malaysia", p. 154. (Straits Times, July, 20, 1963).

in this by employing a more up-to-date method of recruitment which will be more reliable. Reliable in the sense that only the best among the qualified candidates will be selected.

CONCLUSION

The method which consists of a written examination and an extensive interview is generally accepted as the most reliable. As mentioned above some of the aspects of recruitment in the Malaysian Home Service contain inherent defects. The interview method for example has been described as being inadequate. It seems to have made the difference between successful and unsuccessful candidates for appointment to the Malaysian Home Service a matter of nice judgement indeed.¹ Some potential candidates do not even have the courage to go for the interview because they judge their success to be too small.

The desirability of broadening the basis of recruitment to the Malaysian Home Service is now generally acknowledged. However, as yet no efforts have been made to declare a change in policy though there had been a tendency not to perpetuate the recruitment ratio.

A developing country like Malaysia needs more administrators who possess the innovational tendency. Any developing country cannot be satisfied if its civil servants only adjust to changes which are brought about by political or technological factors. Administrators in developing countries ought to be able to work, induce and guide the kind of changes that are necessary for development.

In the writer's opinion, one way of increasing the number of administrators possessing the innovational tendency is by making the recruitment policies more conducive to the needs of development. The Public Services Commission and the Malaysia Establishment Office can help

¹According to Calvin W. Downs an experimental study has been conducted on some interviewers and candidates in one of the western countries. The objective is to evaluate whether an interview is invalid and unreliable. The conclusion is that, there is doubt of the reliability of the judgements made in the interview. To some extent, the degree of reliability does not depend upon the interview as a communication process. It depends rather upon the skills of the individual interviewer.

"Personnel Administration", The Journal of the Society for Personnel Administration, May-June, 1968. p. 14.

in this by employing a more up-to-date method of recruitment which will be more reliable. Reliable in the sense that only the best among the qualified candidates will be selected.

The method which consists of a written examination and an extensive interview is generally accepted as the most reliable one. It is widely used in the West.

The basis of recruitment to the Malaysian Home Service should also be broadened. The Public Services Commission and the Malaysia Establishment Office should observe that scarce resources like human skill is used in the best possible way with verve and initiative.

A distinct feature of the Malaysian Home Service is that it contains some out-moded and quaint procedures and they have invariably obstructed the efforts of the administrators from performing a developmental role. This has made the question of remedy an important and an urgent one. The government has, however, recognised this problem and decided to take far reaching measures with a view to re-orientate and to readjust the systems and structure of administration in the Malaysian Home Service for developmental purposes as this is both fundamental requirement for and a viable instrument of planned development policy.

It is hoped that in the near future the Malaysian Home Service would be fully instrumental to the country's developmental objectives and requirements.

Staff - 62,770

Qualifications

(a) The minimum qualification for appointment as an administrative officer of the Malaysian Home and Foreign Service is one of the following:-

- (1) An Honours Degree of the University of Malaya or other recognised Universities;
- (2) A first or second class in the Bar Final Examination; or
- (3) A Third Class in the Bar Final and a Pass Degree of the University of Malaya or other recognised Universities.

APPENDIX I

SCHEME OF SERVICE. MALAYSIA HOME AND FOREIGN SERVICE

Grade X	-	\$592, 628, 662/Exam Bar/	Efficiency
		764 x 34 - 934	Bar between
			Grades
" IX	-	\$982 x 34 - 1,254	IX and X
" 8	-	\$1,360	
" 7	-	\$1,430	
" 6	-	\$1,490	
" 5	-	\$1,580	
" 4	-	\$1,670	
" 3	-	\$1,750	
" 2	-	\$1,850	
" 1	-	\$1,970	
Staff	-	\$2,270	

Qualifications

I (a)

The minimum qualification for appointment as an administrative officer of the Malaysian Home and Foreign Service is one of the following:-

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- (2) A first or second class in the Bar Final Examination; or
- (3) A Third Class in the Bar Final and a Pass Degree of the University of Malaya or other recognised Universities.

(b) Malay Administrative Service and State Civil Service Officers who have been confirmed in their appointments and who have completed:-

- (1) In respect of those with a Pass Degree, three years' service;
- (2) In respect of those with a Higher School Certificate, seven years' service;
- (3) In respect of those with a Malaysian Certificate of Education or its equivalent, ten years' service;

Confirmation in any will be eligible for consideration for appointment to the Malaysian Home and Foreign Service. The Service referred to in this paragraph is service in the Malay Administrative Service or the State Civil Service.

Probation

(a) has passed the examination prescribed in paragraph 3 (ii) or 3 (iii) as

(a) A selected candidate for direct entry will be appointed on probation for a period of three years. An officer appointed under paragraph I (b) will be required to serve on probation, irrespective of his point of entry to the salary scale, for a period of one to three years.

Prescribed Examinations

(i) Before completing a total of three years resident service in Malaysia or one year on the maximum salary in Grade X, which ever is the earlier an officer will be required to pass standard II of the Government Malay Examination unless he has passed an examination in the Malay Language which is held to be equivalent to the Malay Standard II examination. An officer who fails to pass the examination before the period specified will lose seniority up to a maximum of two years.

(ii) Before completing the probationary period an officer will be required to pass in Parts I, II and III of the

An officer appointed under this scheme will be liable to serve within Malaysia and in overseas countries.

Prescribed for Malaysian Home and Foreign

1. Frequency and date of examination.

Note

(1)

APPENDIX II

(2)

LAW EXAMINATIONS

Prescribed for Malaysian Home and Foreign Service Officers under their conditions of service.

1. Frequency and date of examination Twice annually
2. Place of examination Convenient centres
3. Applications submitted to State Secretaries through Heads of Departments
4. Last date for submitting applications One month before the date of the examination
5. Syllabus (including papers, study course, marks and time allowed)

The syllabuses for officers in the different departments are as follows:

	Part I	Part II	Part III
(a) Malayan Civil	(1) Penal Code	General Laws (Appendix "A")	General Orders Chapters A, C, D, E, F 1-13, 29, 31-33 and 44, G, H and M. Financial General Orders as prescribed from time to time. Manual of Office procedure (1958)
(6) Officers eligible to sit for the examination	Part II - Pass - 50%	Part III - Pass - 50%	
(7) Officers required to sit for the examination			

Marks: 100

Time: Three hours for each paper. The Malayan Civil Service has three separate 3-hour papers in Part 1.

Note

- (1) Candidates for Part I and for Malayan Civil Service Part II will be permitted to refer to the laws but not to notes or commentaries during the examinations.
- (2) Candidates for other Part II examinations and for Part III will not be permitted to refer to the laws and notes during the examinations.
- (3) In cases where F. M. S. statutes are specified, candidates who are unable to obtain copies of the F. M. S. laws should study the equivalent Enactments or Ordinances of the State in which they are stationed. Questions will be set on points common to the laws of all States.
- (4) The examination will be marked on the above laws (and regulations, if any, made thereunder) with all amendments in force six weeks before the date of the examination. If any of the above laws has been repealed and replaced, by a new Ordinance or Enactment questions, if set, will be set on the new Ordinance or Enactment.
- (5) Pass standard, exemption from further examination:
Part I - Pass - 40% in each paper with an aggregate of 50% of the total. Exemption from further examination in papers is granted where the candidate obtains an aggregate of 50% but fails in only in one paper.
Part II - Pass - 50%. No exemption.
Part III - Pass - 50%. No exemption.
- (6) Officers eligible to sit for the examination) Officers who are required to pass the law examinations under their conditions of service.
- (7) Officers required to sit for the examination) Applications from other officers will be considered by the Principal Establishment Officer on their merits.

- (p) (8) Purpose of the examination - Confirmation where officers are required to pass the examination 36/52).
- (q) Local Government Ordinance 11/60
- (r) (9) Examiners - Part I: Attorney-General
Part II: Malayan Civil Service - Attorney-General
Part III: Auditor-General
- (s) Trade Union Ordinance, 1957 (F.M. Ord. 56/56).
- (t) Trade Disputes Ordinance, 1949 (F.M. Ord. 62/57).
- (u) Employees Provident Fund Ord. 21/53).

Law Examination (Malayan Civil Service) - Part II

- (a) Constitution of Federation of Malaya, 1957.
- (b) Delegation of Powers Ordinance, 1956 (F.M. Ord. 56/56).
- (c) Financial Procedure Ordinance, 1957 (F.M. Ord. 62/57).
- (d) Audit Ordinance, 1957 (F.M. Ord. 60/57).
- (e) Interpretation and General Clauses Ordinance, 1948 (M.U. Ord. 7/48).
- (f) Public Authorities Protection Ordinance, 1948. (F.M. Ord. 19/48).
- (g) Courts Ordinance, 1948 (F.M. Ord. 43/48).
- (h) Government Contracts Ordinance, 1949 (F.M. Ord. 67/49).
- (i) Small Estates (Distribution) Ordinance, 1955 (F.M. 34/55).
- (j) Prevention of Corruption Act, 1961 (No. 42/61).
- (k) Contracts (Malay States) Ordinance, 1950. (F.M. Ord. 14/50).
- (l) Town Boards Enactment (F.M.S. Cap. 137).
- (m) Land Code, (F.M.S. Cap. 138).
- (n) Land Acquisition Act, 1960 (No: 34/60).
- (o) Mining Enactment. (F.M.S. Cap. 147).

- (p) Local Councils Ordinance, 1952 (F.M. Ord. 36/52).
- (q) Local Government Elections Ordinance, 1960 (NO: 11/60)
- (r) Employment Ordinance, 1955 (Ord. 38/55) as amended by Ord. 43/56.
- (s) Trade Union Ordinance, 1959 (F.M. Ord. 23/59).
- (t) Trade Disputes Ordinance, 1949 (F.M. Ord. 4/49).
- (u) Employees Provident Fund Ordinance, 1951 (F.M. Ord. 21/51).
- (v) Election Offences Ordinance, 1954 (F.M. Ord. 9/54).
- (w) Elections (Conduct of Elections) Regulations, 1959.

APPENDIX III

1. Data Yoder, "ADVERTISEMENT"

Pegawai Pentadbir

Perkhidmatan Dalam dan Luar Negeri, Malaysia, (Bahagian I). Jawatan2 ini tetap dan berpenchen. TANGGA GAJI: (Laki2) Gred X - 592, 628, 662/764 x 34 - 934, Gred IX - \$982 x 34 - 1,254; (Perempuan) Gred X - 544, 579, 607/691 x 28 - 775, Gred IX - \$808 x 28 - 1,032, di-tambah dengan Elaun Belanja Hidup mengikut kadar yang ada sekarang. UMOR: Hendak-lah belum sampai 30 tahun. KELAYAKAN: Ijazah Kepujian dari Universiti Malaya atau lain2 Universiti yang di-iktirafkan; atau (ii) Kelas I atau II Peperiksaan Akhir Bar; atau (iii) Kelas III Peperiksaan Akhir Bar serta Ijazah 'Am dari Universiti Malaya atau lain2 Universiti yang di-iktirafkan. Mahasiswa dan Dermasiswa yang telah terikat dengan perjanjian untuk berkhidmat di-mana2 Kementerian dan Jabatan selain daripada Kementerian Luar Negeri dan Siswazah Pentadbiran (Administrative Scholars) tidak-lah layak memohon.

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